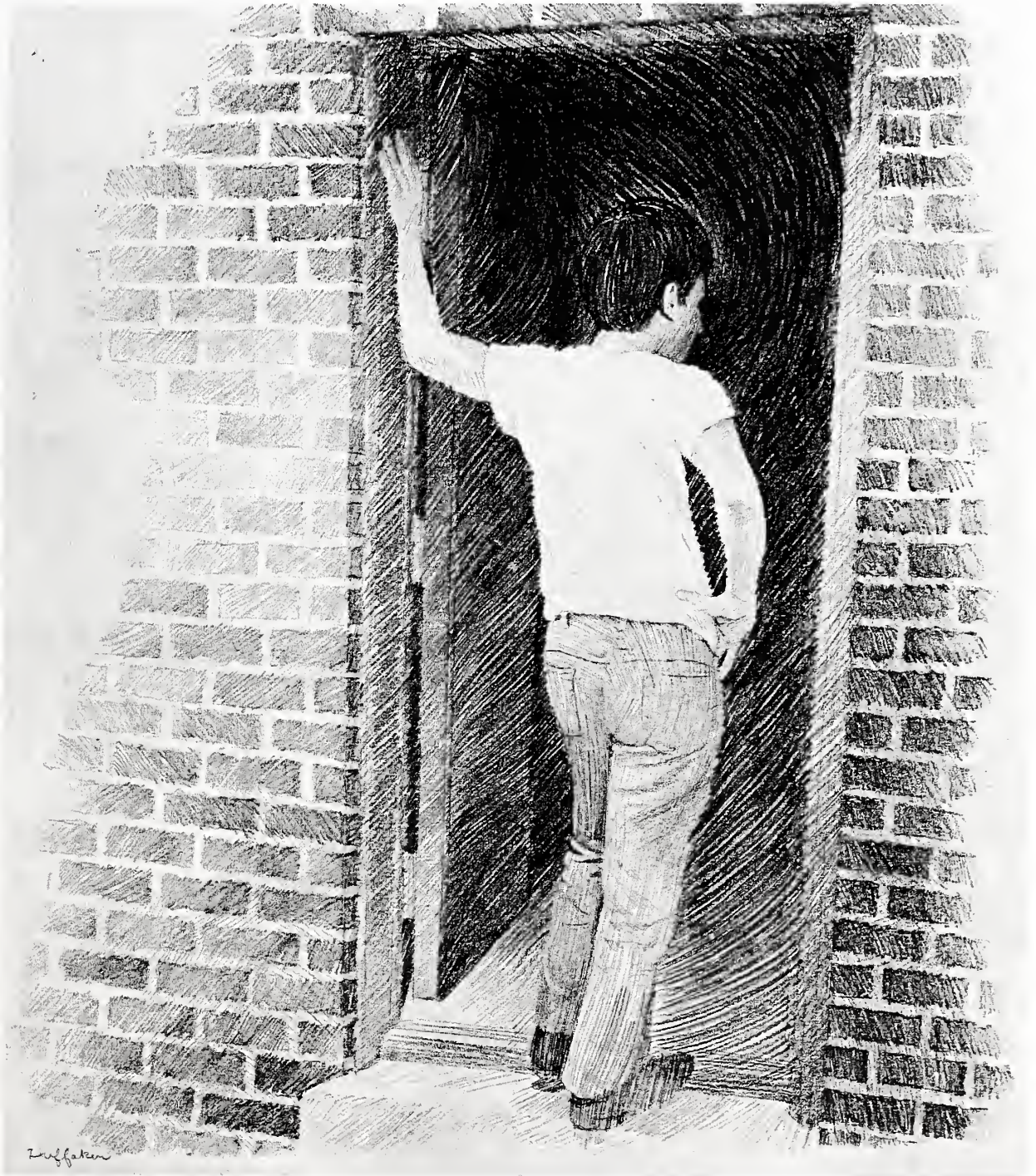


As The Twig Is Bent

A REPORT ON THE NORTH CAROLINA JUVENILE CORRECTIONS SYSTEM



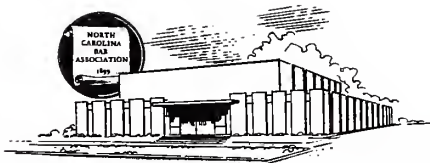
PREPARED BY THE NORTH CAROLINA BAR ASSOCIATION'S
PENAL SYSTEM STUDY COMMITTEE

Appreciation

The North Carolina Bar Association expresses its sincere appreciation to the Smith-Richardson Foundation for its generous financial assistance to the Penal Study Committee. This assistance made possible this study and the publication of this report.

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The Honorable Robert W. Scott
Governor of North Carolina
State Capitol
Raleigh, North Carolina 27602

May 1, 1972

Dear Governor Scott:

On February 12, 1971, you requested the North Carolina Bar Association to undertake an investigation and study of the juvenile correction system in North Carolina and to render a report containing our recommendations based on this study as expeditiously as possible. On March 15, 1971, this Association submitted to you for your consideration and implementation an Interim Report of the adult correction system. Following the Interim Report on March 15th of adult corrections, our Committee turned its attention exclusively to the study of juvenile corrections. As Chairman of the North Carolina Bar Association's Penal System Study Committee, it is my pleasure to submit herewith our report and recommendations concerning the juvenile correction system as it presently exists in North Carolina.

Our Committee, consisting of twenty attorneys and judges, began its formal deliberations in September, 1971, conducting all day Friday and Saturday morning meetings in September, October, November and December of 1971 and January, February and March of 1972. The full Committee on October 22, 1971, visited the Samuel Leonard School, the Cameron Morrison School and Samarkand Manor. On November 12, 1971, the full Committee visited the Richard T. Fountain School and Dobbs School. On December 10, 1971, the full Committee visited the C. A. Dillon School. In addition to these visits, individual members of the Committee visited other schools, including the Juvenile Evaluation Center and Stonewall Jackson School. Thus, our Committee members have visited and inspected all of the eight juvenile training schools in North Carolina.

In addition to these visits the full Committee heard from many authorities in this area, including Mr. Mason P. Thomas of the Institute of Government; members of the Board of Youth Development including an individual presentation by Mr. H. Frank Liske; officials of the Department of Youth Development, Mr. R. Vance Robertson, Mr. J. Walter Bryan and Mr. Charles G. Bennett; District Court Judge D. Marsh McLelland of Graham; Mr. J. Louis Parrish, Director of The Juvenile Evaluation Center; Miss Sara Hunt Pierce, Director of The Youth Services Center; members of the Department of Social Services; family counselors; a number of former training school students; Dr. John D. Patton, consulting psychiatrist for the Juvenile Evaluation Center; former Governor Richard J. Hughes of New Jersey and now Chairman of the American Bar Association's Committee on Correctional Facilities and Services; Mr. A. D. Peacock, founder of Boy's Home and Girl's Haven; Mr. Henry Sadler, Assistant Director of Boy's Home; and Mr. Milton Teague, Development Officer at Boy's Home. The full Committee also visited and inspected the offices of the Department of Youth Development.

It is the feeling of the Committee that the recommendations contained in this report, which are based on careful deliberation following an intensive study, are necessary for the improvement of the juvenile correction system in North Carolina. While many of the recommendations contained herein are susceptible to immediate implementation and are necessary for improvement in the current system, our Committee recognizes that other recommendations will require the close attention and examination of persons having expertise in the fields of social work, welfare, medicine, psychology and psychiatric evaluation among others before adequate means of implementation can be devised. It is, therefore, the recommendation of this Committee that a new investigative body be appointed by you to continue the study of juvenile corrections in North Carolina using this report as a base and that the North Carolina Bar Association's Penal System Study Committee be permitted to return to its still unfinished study of adult corrections. It is also the feeling of the Committee, and a recommendation to this effect is contained in the report, that serious consideration should be given to enlarging the membership of the present Board of Youth Development to include persons with expertise in the fields above mentioned.

Yours very truly,

Isaac T. Avery, Jr.

Isaac T. Avery, Jr., Chairman
North Carolina Penal System Study Committee

Introductory Remarks

Governor Robert W. Scott personally appeared before the North Carolina Penal System Study Committee and requested that the Committee conduct a full and thorough investigation of our juvenile correction system including charges of corporal punishment and physical brutality in the juvenile training schools. The Committee decided that we would investigate such complaints as would be helpful in making recommendations for long-range improvement in our juvenile correctional system while making a more detailed study of the entire system. Such a study has been made, beginning with the arrest of the juvenile and continuing until the child's release from supervision. While the Committee was primarily concerned with the training schools, we thought it proper to inquire into all areas of the juvenile justice system directly affecting the handling and rehabilitation of the errant youngster.

The Committee found no evidence to support accusations of administratively sanctioned acts of corporal punishment or brutality. However, there have been isolated reports of physical abuse of students by school personnel. We are advised that when these were brought to the attention of the administration, prompt action was taken.

The Committee was disturbed to note that at some of the training schools, the authorities condone physical mistreatment of the errant student by his fellows. This occurs when an unmanageable student runs away; as a result of his running away, the other residents of his cottage or dormitory unit lose privileges. Consequently, they are allowed to pursue the fugitive and when they catch him, to rough him up, and return with a cover story such as, "Well, he fell into a ditch," or "Ran into a tree," or some other such fabrication. This procedure is condoned, if not encouraged, by the officials of some schools.

Furthermore, there are various types of segregation rooms in these training schools, which are used primarily to either prevent flight of the student or to curb physical abuse of the student towards either employees or fellow students. These segregation facilities are dealt with in our report.

The Committee is of the opinion that approximately fifty percent of the children in our training schools should never have been sent there. This opinion is shared by staff personnel of the training schools, child psychiatrists and psychologists who are professionally involved with these students. They candidly state, and we concur, that our training schools are a "dumping ground" for the mentally retarded, the uneducable, the run-aways, pregnant girls, the neglected and, in many instances, simply the unwanted child. The only offense that many of the students have committed is that they do not like or cannot adjust to school.

Everyone seems to agree that most delinquent juveniles are children of problem parents who have refused to accept the responsibility of parenthood. This awesome problem of juvenile delinquency has presented a great challenge to the Committee to come forth with some solutions as to how to more adequately deal with the anti-social child. Certainly, the present juvenile justice system is not the complete answer; advanced programs dealing directly with treatment of the child's specific problems rather than emphasis on removal of the delinquent child from the community is a more desirable approach toward a solution to aid the delinquent child.

The North Carolina Bar Association feels strongly that society's responsibility to young people in trouble is one of our most profound obligations.

Recognizing the truth of the adage, "as the twig is bent, so grows the tree," the Penal System Study Committee approached the study of juvenile corrections in North Carolina mindful of its obligation not only to the immediate welfare of the children confined in training schools but to their ultimate future as productive, well-adjusted adults; and with this in mind, the Committee makes the following report:

Summary

In general, the North Carolina Bar Association's Penal System Study Committee has found that our state is not dealing adequately with the needs of young people in trouble. North Carolina has the unenviable distinction of ranking first among all the states in the number of children committed to juvenile training schools per capita. These children are isolated in large institutions away from the mainstream of society and the result has been "out of sight, out of mind." Certainly, a sensitive, humane society should not tolerate such mistreatment of helpless children.

Grave deficiencies exist throughout the entire system. They require immediate attention.

The most pressing need is to assure that children are not confined to institutions and stigmatized as delinquents because they happen to be unwanted, have unhappy and unstable family relationships, are poorly motivated or have specific learning problems. A large number of children now confined to training schools should not be there.

North Carolina must accept the responsibility for creating an institutional system that has become a large "dumping ground" for unfortunate children, most of whom are guilty of no "crime" whatsoever.



A typical "private" room for students at training school.

The primary emphasis in most of the training schools is custody, not rehabilitation. Hence, the second most pressing need is to develop sound rehabilitation programs which will enable the delinquent child to adjust to society and develop into a productive, well-adjusted adult.

In most of the correctional institutions, there is a serious lack of family type relationships which are responsive to the emotional needs of young people. The institutional life style fails to nurture the child at a time when his emotional needs are greatest. For that reason, a change from large institutions housing some 300 or more children to smaller community oriented home type facilities similar to those found at Boys Home at Lake Waccamaw would be more desirable.

The Department of Youth Development appears on paper to be adequately organized and staffed to deal administratively with the problems of the state's eight training schools. In practice, however, the Department simply does not have the specialists, the funds or the public support to do that job that must be done.

Further study of the Board of Youth Development's comprehensive plan for providing state-wide



Vocational Education class is chiefly "make work" of little value.

services should be undertaken. In addition, the present Board, consisting of nine members, should be expanded to include at least one member with expertise in each of the following fields: psychiatry, psychology, social work and law.

The juvenile correction system in North Carolina is disorganized, noninterlocking and uncoordinated. There is no continuity of care and, at present, no coordinated after-care program.

The Committee was appalled at the lack of dental and eye care and the lack of funds with which to provide adequate medical and nursing care for children in training schools. These deficiencies should be corrected at once.

In most instances, the Committee was impressed with the dedication and enthusiasm of cottage parents working in the training schools. Despite a lack of funds and resources with which to do their jobs, many are doing the best they can with what they have.

In some instances, however, the cottage parents obviously are not equipped through temperament or training for the sensitive positions they hold. Unfortunately, the nature of the work and the low salary scale which now prevails, apparently attract some

persons who may themselves be emotionally unstable.

To attract and retain qualified cottage parents, the pay schedules should be increased. Training programs for cottage parents should be expanded and upgraded and additional personnel for these positions should be obtained in order to provide around-the-clock supervision of the children in training schools.

Symptomatic of the problem which results from the current pay scale is the high turnover of personnel. During 1970, for example, the turnover rate among cottage parents at C. A. Dillon School was 45 percent. Higher salaries would reduce the turnover and attract personnel with backgrounds in counselling and the social sciences.

The practice of assigning students to institutions on the basis of race is fairly commonplace despite official policy to the contrary. This practice should be discontinued.

Under the present system, the special emotional problems of children are not receiving adequate attention in assignment to particular schools, except in cases of severe mental retardation and anti-social behavior. Distinction should be made between merely anxious or withdrawn children and those with more serious emotional problems.



Student assigned to latrine duty in grim toilet facility.



Another student cleans bleak shower area.

Under the present district court system, district courts are permitted, but not required, to assign judges with specialized talents and interests to juvenile matters. However, in many judicial districts, a district judge presides over juvenile matters for only one month and then rotates to another branch of the district court. The Committee recommends that Chief District Judges designate one or more judges to specialize in the handling of juvenile cases.

Law enforcement officers in municipalities and other governmental agencies should be given special training for dealing with juvenile offenders.

The conditional release forms now used are vague and ambiguous as to the conditions under which a juvenile must live after being released from a training school. The vagueness of the language permits wide latitude in dealing with juveniles and affords the opportunity for abuse. For this reason, the Committee recommends that all cases of conditional release from training school be accompanied by explicit written conditions, which, if not met by the juvenile, may result in the revocation of his release. In addition, the Committee recommends that judicial review as now required in probation revocation hearings be afforded as a matter of right.

Juveniles placed on probation or released from training schools are being supervised by a hodgepodge of systems which differ according to the county in which a particular child may live. To bring uniformity to the probation and after-care program, the Committee recommends a unified system of probation.

The Committee found children among the training school population as young as eight years of age and were advised that in the past some as young as six had been committed. The danger of irreparable harm to the extremely young child is obvious. The Committee recommends that no child under the age of 10 be committed to a training school.

At present, the use of segregated cells is routine for a number of offenses. They are being used on occasion as punitive devices and even when there is no need to isolate a child. The Committee recommends that segregation cells be used only to deal with children who are temporarily out of control. When used, they should be supervised by sensitive, competent personnel who are able to keep the child under observation continuously.

There are many other needs of considerable importance to the juvenile correction system in North Carolina. They are identified specifically elsewhere in this report.

While a complete overhaul of the system is required, the Committee recognizes that such a system involving extensive physical facilities and hundreds of people cannot be replaced or reshaped immediately. However, significant change can be brought about quickly and many of the recommendations in this report deal with changes that can be made within the existing framework of the system to make it more responsive to the needs of children in trouble. The need for these changes is urgent because even for those children who may require confinement, the training school concept has failed miserably.





The Report Follows

1. The Committee recommends greater utilization of community based facilities and programs to deal with the delinquent youth wherever possible in lieu of commitment to training schools.

The training school concept of dealing with delinquents in North Carolina is a total failure. The most serious problem in the system is that many of the students in training schools should not be there.

A large percentage of the students are committed to these schools for violation of truancy probation. The only offense of many students is that they refuse to go to school. Many are in training schools for the real reason that they are undisciplined, having run away from home. There are no parallel adult offenses. Consequently, children are sent to institutions for behavior which would not constitute a crime if they had attained the age of 16. The student who dislikes school does not need incarceration. He needs counseling, motivation and perhaps a change of his home environment. The child who runs away from home needs counseling or a healthier home life, not imprisonment. Training schools in North Carolina are not designed or equipped to provide for the needs of such youngsters. They were constructed in response to a rural, not urban, society.

Of the eight training schools in the State, four are budgeted for 300 or more children. The schools are primarily custodial and not rehabilitative. They are too large and too isolated in rural areas. Because of their out-of-the-way locations, it is difficult to attract qualified personnel to carry out modern rehabilitative programs. They are unable to draw on the community resources to help students meet their individual needs. All the present facilities are not needed and some should be phased out as soon as possible.

As an alternative to training schools as they now exist in North Carolina, the Committee endorses the concept of community based facilities and programs. Suggested alternatives are as follows:

A. Privately Funded Community Oriented Facilities

The Committee endorses the concept of smaller community oriented home type facilities similar to those found at Boys Home at Lake Waccamaw.

The Committee has been impressed with the significant decrease in the recidivist rate apparent in such home type settings which deal with smaller numbers of students. We recommend that this concept be expanded on a statewide basis, through the continued aid of private contributions and with the addition of state grants. We do not feel that the state should take over any control of these facilities other than to impose minimal licensing requirements so that the operation of these homes will remain in the hands of private Boards of Trustees.

B. Community Service Centers

The Department of Youth Development has proposed a statewide program for community services. This program as envisioned by the Board of Youth Development would provide diagnostic services to the Juvenile Courts, detention services, juvenile probation and after-care services for delinquents released from training schools. This would be accomplished within a single, unified program structure at the community level. Presently, detention services are provided only by counties having detention homes. Probation services are provided in most counties by the Department of Social Services and in others by The Administrative Office of the Courts.

A pilot project which provides another component of this community services program is operational in Swannanoa. The Youth Services Center, funded by the Law Enforcement Assistance Administration with matching funds from the Department of Youth Development, serves the 17 far Western counties of the State with a primary responsibility for only 10 counties. The Center is a community-based agency which provides, on a consensual basis, an integrated system of services for young people with problems. With a statewide program such as this, problem children could be evaluated and treated within the community rather than be committed to a training school and then returned to the same problems which existed prior to commitment. The programs at such Centers should be co-ordinated with existing mental health clinics, family guidance agencies, sheltered workshop programs

and other similar programs.

C. Juvenile Detention Homes

The Committee recognizes the importance and endorses the establishment of a uniform system of detention homes providing custodial and clinical services for juveniles; however, the Committee has not made an in-depth study in this area.

If such community alternatives were available, the population of the training schools would principally consist of criminal law violators, and those in community services program who become unmanageable. The efforts and facilities of the training schools could then be utilized for rehabilitation and concentrated on these children in order to prevent their "graduation" into adult penal institutions.

The Committee feels that these community alternatives would permit the phasing out of some of the training schools now in existence. Those training schools retained should be located to serve each geographic area of the State. This regional school concept would afford comprehensive services for the varied types of juveniles, and enable the Department of Youth Development to more effectively mobilize community resources, as well as to involve the family in therapy. These institutions should be cottage planned schools with modern facilities, and include a comprehensive recreation and food service programs in each cottage. The program at these facilities could be geared to vocational training for older juveniles with sufficient academic classes to complement the vocations offered. This would be more in keeping with the needs of the juveniles admitted to these schools, their background, abilities, interest aspirations and life potentials.



Campus of Samarkand Manor. As indicated here, North Carolina training schools are large institutions. Many are constructed to house as many as 300 students.

2. It is recommended that additional reception units be established to serve the counties in Piedmont and Eastern North Carolina.

The Department of Youth Development has operated since 1961 a Reception and Diagnostic Unit for the Western North Carolina counties on the grounds of the Juvenile Evaluation Center in Swannanoa. Juveniles committed to the Department of Youth Development by the Courts from twenty-seven Western Counties are assigned to the Reception and Diagnostic Unit for a clinical evaluation and orientation program before transfer to the Center, placement at a training school or other disposition. This program has been very valuable in assessing the needs of juveniles committed by the Courts from the Western part of North Carolina. Juveniles committed to the Board of Youth Development from other counties are placed directly in the other seven training schools without benefit of a clinical evaluation to aid in appropriate placement. They are placed in various institutions solely on the basis of

3. The committee recommends that as soon as expedient, the present dormitory type accommodations in all facilities retained or established should be replaced by individual rooms.

4. An upward revision of pay schedules is essential to attract and retain qualified cottage parents: Their training program should be expanded and upgraded in order to have effective rehabilitation; and additional cottage parents are needed in order that twenty-four-hour-a-day supervision can be given to the juveniles in training schools.

age and sex, except for those sent to C. A. Dillon, a school for juveniles displaying aggressive tendencies or who are mildly or moderately retarded. Unless they have gone through this Reception and Diagnostic Unit such tendencies or retardation are usually discovered only after commitment.

The Committee recommends that this Reception and Diagnostic Program should be expanded to provide identical services to all juveniles committed. The Committee is informed that a Reception and Diagnostic Unit could be established at minimum cost to meet this existing need by the construction of a unit with a capacity for at least 100 juveniles on the grounds of the C. A. Dillon School at Butner.

As the Committee has previously recommended for adult inmates, the present dormitory or bullpen-type room accommodations should be replaced by rooms containing no more than four students, and single occupancy wherever required. The dormitory facilities are not in line with modern rehabilitative concepts, are not realistic substitutes for a home setting and facilitate and encourage abnormal sexual behavior. A reduction in size of the living accommodations could afford individual lockers and closets which do not exist in most facilities.

At present, two schools—C. A. Dillon and the Juvenile Evaluation Center—are co-educational. A study should be made in regard to the advantages or disadvantages of making other schools co-educational. The present practices of correctional institutions in some instances seem to promote homosexual behavior and inhibit normal heterosexual contacts.

In most instances, the Committee found dedicated, enthusiastic cottage parents in the training schools who share the frustration of having too little money and too few resources to do the job they know must be done in the juvenile correction field.

However, there are cottage parents who are not equipped for such sensitive positions either by temperament or by training. Because of the nature of the job and the low salaries paid, such positions often attract persons who may themselves be emotionally unstable.

Unfortunately, the persons required to spend the most time rehabilitating the juvenile is the least prepared to do so. The Cottage Parent Grade II (representing about 7/9ths of the total number of cottage parents or 270 people and the one most in contact with the student) begins at a starting salary of \$5,208.00. This is approximately \$200.00 less than the starting salary of a guard in our adult penal institutions. This level cottage parent is not always a high school graduate, yet he is charged with the responsibility, among others, of consulting with and co-operating with other personnel to co-ordinate classroom, cottage life and other activities into the learning process and counseling with parents concerning the child, his problem, needs and general welfare. The next level cottage parent (Supervisor II) is usually a high school graduate with some experience as a cottage parent; he has a starting salary of \$5,964.00 and is responsible for counseling regularly with the children having the most difficult and serious problems; resolving behavior problems and difficult situations brought to his attention by subordinate cottage parents. There are approximately 45 people with this designation.

The following statistics are discouraging and symptomatic of the problems of the system. At Cameron Morrison and Richard T. Fountain Schools many hold down other jobs to supplement their incomes. C. A. Dillon School had a turnover rate among cottage parents in 1970 of 45% and 40% in 1971; while the turnover rate was 34% at Stonewall Jackson and Dobbs Schools in 1971.

The cottage counselors or parents are for the most part grossly underpaid, and are too few to adequately deal with the complex student population. Better qualified people trained in counseling and social services must be attracted to these positions at higher salaries.

The cottage counselor once employed must be trained in the therapeutic process so as to be made an integral member of the treatment team.

The existing staff training program is inadequate at all levels. Juvenile corrections is an area of specialization and very little prior training is available in colleges and universities to prepare candidates for careers in this field. Such training as is available is on the job training. While the Committee is aware of some modest training program, there is very little being done in this most vital area.

When a new cottage counselor or parent is hired, his training consists of on-the-job training under the most experienced cottage counselor at the particular school where the new employee will be working. This basic training can produce either a good cottage parent or a mediocre one; it depends on the 'senior' counselor in charge of this basic training.

The Committee recommends that funds be appropriated for an in-service training department for the proper training of new employees and the further refining of skills of older employees. This in-service training should be held four times a year and should consist of classroom study and on-the-job training under an experienced counselor supplemented by tests to determine if new employees are indeed suited to be cottage parents. The Committee also recommends that the Department of Youth Development study the new Correctional Officers Educational Program co-sponsored by the American Bar Association and the American Association of Junior Colleges.

One of the most serious problems in the training schools is the insufficient number of cottage-life personnel in each school to properly supervise the juveniles in their care, which should include twenty-four-hour-a-day-care. The Committee has been informed of numerous incidents of older or larger youths forcing their will on the younger or smaller youths at night when there is no cottage parent awake or present. As the Department of Youth Development is seeking to treat and rehabilitate children, it must provide adequate protection against mistreatment of students by other larger, older and more aggressive students. This protection is nil when the cottage parent is asleep in a closed room on another floor at one end of the cottage; or worse, when there is not a cottage parent on duty.

With greater supervision there should be fewer disciplinary problems and runaways. Although the Department of Youth Development estimates it will take 165 additional personnel to provide this supervision, the Committee feels this could be accomplished with less.



Dormitory at Cameron Morrison School. Such living conditions preclude privacy and provide the opportunity for physical abuse of younger children by older, more aggressive students.

5. Committee recommendations regarding central office organization and personnel.

On paper, the Department of Youth Development seems adequately staffed, organized and able to deal with the problems of the eight training schools in existence. In reality this is not true. The Central Office has had to get by with limited funds, an apathetic public and the frustration of trying to administer a public "dumping ground." In effect, the old proverbial buck, in this instance the undisciplined, truant or unwanted child, has been passed on to the Department. Certain inadequacies are readily apparent in the present organization:

A. The chain of command between the Board of Youth Development, the Department's Central Office staff and the Directors of the schools is often an overly cumbersome route for implementing effective programs to deal with the day-to-day problems occurring in the schools with the students. The Committee has found that there is not enough contact between the Directors of the schools and the Board members who establish the policy for the Directors to implement. Further, the Committee believes that there is an attempt by the Central Office staff in some instances to justify "on-going programs" and not enough time spent by the staff cultivating and weeding out the programs and staff personnel which have proven ineffective. The Central Administration and Directors of the schools should have the authority to remove abusive or incompetent staff members consistent with due process without having to resort to complex procedures.

B. There appears to be a wide discrepancy between the salaries of the Administrative staff and the Directors, teachers and cottage parents. The Committee feels that a thorough study of any inequities should be made by the State Department of Personnel.

C. The 1969 General Assembly revised the Juvenile Court Law (G.S. 7A-286) to provide that children should be committed directly to the Board of Youth Development but did not provide an appropriation for a staff person to review the social histories of the committed juvenile before placement in one of the eight schools. The Committee recommends that a staff position for a director of student placement be funded to handle the statutory mandate of G.S. 7A-286. (A "B" Budget request in this regard for the 1971-1973 Biennium was not approved by the 1971 Advisory Budget Commission.)

D. The Department of Youth Development does not have a research division. There is at present no effective way to appraise the existing programs to determine if they represent the best utilization of the resources of the Department. No meaningful statistics are kept on the students in the system, particularly on the question of how many are graduating from training school into our adult prisons. The Committee recommends to the Secretary of the State Department of Social Rehabilitation and Control that an investigation be made to determine whether the Department of Correction Research Service Division can be utilized for research in the juvenile area as well as in the adult area.

E. Historically, the juvenile correction system has been basically a dual system—one black, one white. In recent years all eight training schools have been integrated both as to staff and students. However, the Committee has been advised that it is not difficult to have a juvenile transferred from one school to another after assignment by the Department of Youth Development. From observation the Committee found that some schools are predominately white and others predominately black. In some instances, the commitment papers contain a request that the juvenile be assigned to a certain school. The Committee recommends that the Board and the Department of Youth Development take immediate steps to insure the assignment of students to a particular institution without regard to race. Furthermore, efforts should be increased to employ competent blacks in supervisory capacities in the Central Office.

6. The Committee recommends that the 1973 General Assembly enact legislation to expand The Board of Youth Development from the present number of nine to fourteen members so that the expanded board will include at least one member with expertise in the following fields: Psychiatry, Psychology, Social Work and Law.

Presently, the Board of Youth Development is composed of 9 members appointed by the Governor for terms of six years. It has the statutory responsibility for governing and administering the schools under its control and for directing the operation of the Department of Youth Development. According to former Commissioner Blaine M. Madison, "the Department of Youth Development provides a treatment program, which includes medical, psychological and social work services, designed as a rehabilitative effort to meet the needs of youth." No one on the Board has any background in these fields. The Committee suggests that at least two members of the Board be 30 years of age or younger at the time of their appointment.

During the course of the Committee's deliberation, the Committee met with members of the Board of Youth Development and suggested to them the enlargement of their Board to include members with expertise in psychiatry, psychology, social work and law. Members of the Board present expressed to the Committee enthusiastic support for this recommendation.



Youths en route to farm chores at Cameron Morrison School. The Committee found farm work over emphasized at many of the state's training schools.

7. The Committee recommends that the Chief District Judges designate one or more judges to specialize in the handling of juvenile cases.

District Courts are permitted, but not required by law, to assign judges with specialized talents and interests in juvenile matters.

Under procedures adopted in many judicial districts a district judge presides over juvenile matters for only one month and then rotates to another branch of the district court. He is replaced by another judge who may or may not have the expertise or talents for adjudication of juvenile matters.

Due to the highly specialized nature of juvenile proceedings and the complicated statutes involved, the training, experience, dedication and understanding of judges are of the highest importance. Furthermore, continuity of philosophy and administrative approach is extremely important in efficient administration of juvenile court matters.

8. The Committee recommends that law enforcement officers in municipalities and other governmental agencies be given special training in dealing with juvenile offenders.

The officer's decision to arrest or not to arrest a juvenile offender is critical. Once arrested, the juvenile acquires a police record. Thus, the manner in which the officer handles the initial problem greatly affects the future of the juvenile. It is most important that the officer understand the critical effect of his decision.

It is recommended that all law enforcement officers receive additional training in dealing with the juvenile offenders.

9. The Committee recommends that no child under the age of ten years be committed to training schools.

The Committee found that there were a few very young children in the training school population, some as young as eight years of age, and were advised that in the past some as young as six had been committed.

The Committee feels that the possible irreparable harm which might occur to the extremely young child clearly justifies a statutory minimum age for commitment and recommends that this age be ten years. We can conceive of no circumstances under which the commitment of a child less than 10 years of age would be justified.

Community facilities such as foster homes should be used to care for younger children.



Closet Space at Richard T. Fountain School. Large, open closets, some in the basement of dormitories or cottages, deprive children of privacy and individuality.

10. The Committee recommends that statutory provision be made to permit the juvenile judge to alter or modify his order of commitment to training school after an adjudication of being delinquent has been affirmed on appeal.

Under G.S. 7A-286(4)(c), when the district judge adjudicates the juvenile to be delinquent, he may commit the juvenile to training school and if he does, the commitment must be for an indefinite period which may extend until his 18th birthday. In the event of an appeal, the juvenile is detained locally. If the judgment is affirmed on appeal, the district judge is not empowered to alter or modify his previous commitment even though circumstances may have changed in the intervening months.

The Committee feels that this restriction on the district judge is unfair to the juvenile who, after all, is supposed to be the beneficiary of every resource and procedure available to rehabilitate him. In many instances, the home environment undergoes substantial change pending the appeal and it becomes extremely unfair and unnecessary that he be confined. Consequently, the Committee recommends that a statutory change, probably an amendment to G.S. 7A-286, be adopted to empower the court to alter or modify judgment after affirmance.

11. The Committee recommends that The Board of Youth Development adopt and enforce uniform guidelines for conditional release of students from juvenile training schools; That conditional release be made upon explicit unambiguous written conditions which if not met by the juvenile may result in the revocation of his conditional release; And that judicial review as now required in probation revocation hearings be afforded as a matter of right.

Criteria for conditional release vary from school to school. At some, students are released if they abide by the rules of the institution for a minimum period of time. At others, an effort is made to require a student to achieve certain goals before release. The average time before a student may be conditionally released varies from three months at one school to over a year at another.

We feel that there is an optimum time for the conditional release of each individual student, based upon his response and development.

Under the present system, the conditional release forms in use do not specify with particularity the conditions under which the juveniles must live. The present forms are couched in vague terms, such as "be of good conduct" and "make satisfactory adjustment."

This language necessarily gives the counsellor or probation officer a wide degree of latitude in dealing with the juvenile; it also affords the opportunity for abuse.

A serious constitutional question arises as to whether or not the juvenile receives due process of law. He may be returned to the training school without a hearing and without even being specifically informed of what he did wrong. By contrast, the law now provides in case of juvenile probation specific rules of conduct with established meanings in the law and requires a judicial hearing before revocation.

In the opinion of the Committee the present practice of revocation of conditional release should not be continued. Basic fairness dictates that the conditional release form should specify the conditions with particularity. Furthermore, there should be a judicial hearing before the juvenile is returned to training school for violation of the conditions of his release. The juvenile and his family ought to be furnished, before the hearing, a bill of particulars which specifies the conditions he is alleged to have violated.



New living quarters at Dobbs School. Even in some new buildings, students are provided little privacy and no closet space.

12. The probation and after care services for juveniles currently now provided by the administrative office of the courts and the department of social services should be placed under a unified system of probation.

In the March 15, 1971, Interim Report of the North Carolina Penal System Study Committee Recommendation XVII states:

"All juveniles who are placed on probation or released from any training school and who are subject to be supervised should be supervised by the same department which supervises adult probationers, parolees and persons on conditional release. In no event should any child be treated as an adult convicted person and his identity as a juvenile should be preserved.

"The Committee recognizes that under the present system any juvenile who is placed on probation or who is released from any training school is now being supervised by a hodge-podge of systems which

differ according to the county of his residence. The Committee is of the opinion that supervision of juveniles should be placed under the same department which supervises adult probationers, parolees and conditional releases. We also recognize that juveniles should be kept separate and distinct and not mixed with criminal offenders, and that their separate identity should be preserved. Uniform supervision throughout the State under the control of a single department would result in more professional care of juveniles."

The opinion of the Committee has not changed since that report.

The change we propose would accomplish a number of desirable objectives:

A. It would immediately make possible the extension of services to the juvenile court in all counties of the state; these services should be uniform.

B. All segments of our state's population would receive a quality of service that is difficult to attain when the responsibility of court services is divided between three different agencies throughout the State.

C. The development of working arrangements with other resources in the state (such as Mental Health, the Department of Social Services and Vocational Rehabilitation) could be carried out without the need for competition or rivalry for appropriations among these agencies.

D. Staff Development—The consolidation of services for adults and juveniles should help concentrate the use of training resources in the development of staff. At present each correctional agency must compete for training resources and personnel. The Probation Department has had continuous in-service training for all staff since 1957. This training effort could easily be developed to increase the skill and understanding of all staff working in the combined system.

E. Economic Value—The current records of the Department of Youth Development reveal that the annual cost of keeping a student in an institution is \$4,000.00. It is reliably estimated by the Probation Commission that the annual cost to the State under a probation plan of supervision would be only \$200.00.

F. Centralization of Data—One of the major concerns of experts in the field of juvenile delinquency in North Carolina has been the lack of adequate information on juveniles which could be used for planning purposes. For instance no records are maintained by either the adult or the juvenile correctional system which indicate either the number or percentage of juveniles who "graduate" to the adult correctional system. The Committee has been unable to locate any other source of such information. A uniform, statewide system of juvenile probation and after-care services would help to provide an information system with greater reliability and validity than is currently possible. By building on the information system already maintained by the adult probation system, a sound information system could be developed without loss of the required confidentiality of juvenile records.



Kitchen at Cameron Morrison School. Students confined to training schools are routinely assigned to kitchen and cafeteria work.

13. The Committee recommends that a program be instituted to provide adequate medical care and clinical treatment for juveniles in training schools.

A. Medical Services:

1. Dental Services: The Committee is appalled at the obvious lack of dental services in all of the schools. The present policy seems to provide limited service only on an emergency basis. Many of the students committed to the Department of Youth Development are from backgrounds where gross neglect of dental care is commonplace, and the problem is compounded while they are in training schools. In the past the Division of Dental Health of the State Board of Health has provided services on a limited basis as funds and staff were available. The Committee recommends that the Division of Dental Health be allocated funds to provide dental services to the Department of Youth Development. The 1973 General Assembly is urged to consider and act on this recommendation at an early date.

2. Eye Care: The Committee was also appalled to find there is no definite program provided at the schools for routine eye examinations nor is provision made for furnishing eye glasses where needed. The Committee recommends that this be corrected at once.

3. Physicians: The Committee found that funds are inadequate to provide necessary medical care. At one institution the Committee discovered that funds allocated for physicians' services for a year had been exhausted by one serious case.

4. Nursing services: The nursing staffs in the schools should be increased to provide twenty-four-hour-a-day care for the students. In 1969, the General Assembly appropriated funds for construction of an infirmary at Richard T. Fountain School. To date only one nurse has been placed on that school's staff to treat 220 boys. C. A. Dillon School has one nurse for 113 students. Dobbs School for Girls has one nurse for 230 students, while Cameron Morrison School has one registered nurse and one practical nurse for a student population of 355. These nurses are presently on a forty-hour work week and, therefore, cannot provide twenty-four-hour-a-day care.

B. Clinical Services:

1. Social work services: Five of the schools at present have a ratio of one social worker to 110 juveniles. This ratio, the Committee is informed, should be one to fifty, except at the Juvenile Evaluation Center and C. A. Dillon School. These schools deal with severely emotionally disturbed juveniles and aggressive mentally retarded juveniles; and, therefore, need additional staff immediately to attain a suggested ratio of one to twenty-five.

2. Psychological services: At the present time, the Juvenile Evaluation Center is the only school which has psychologists on the staff. To provide a ratio of one psychologist to 100 juveniles, at least two staff psychologists per school should be added.

3. Psychiatric services: The Juvenile Evaluation Center has the services of a psychiatrist one day a week and C. A. Dillon School has similar services one-half day per week. The other six schools do not have psychiatric services available. The Committee recommends that each institution have adequate psychiatric services.

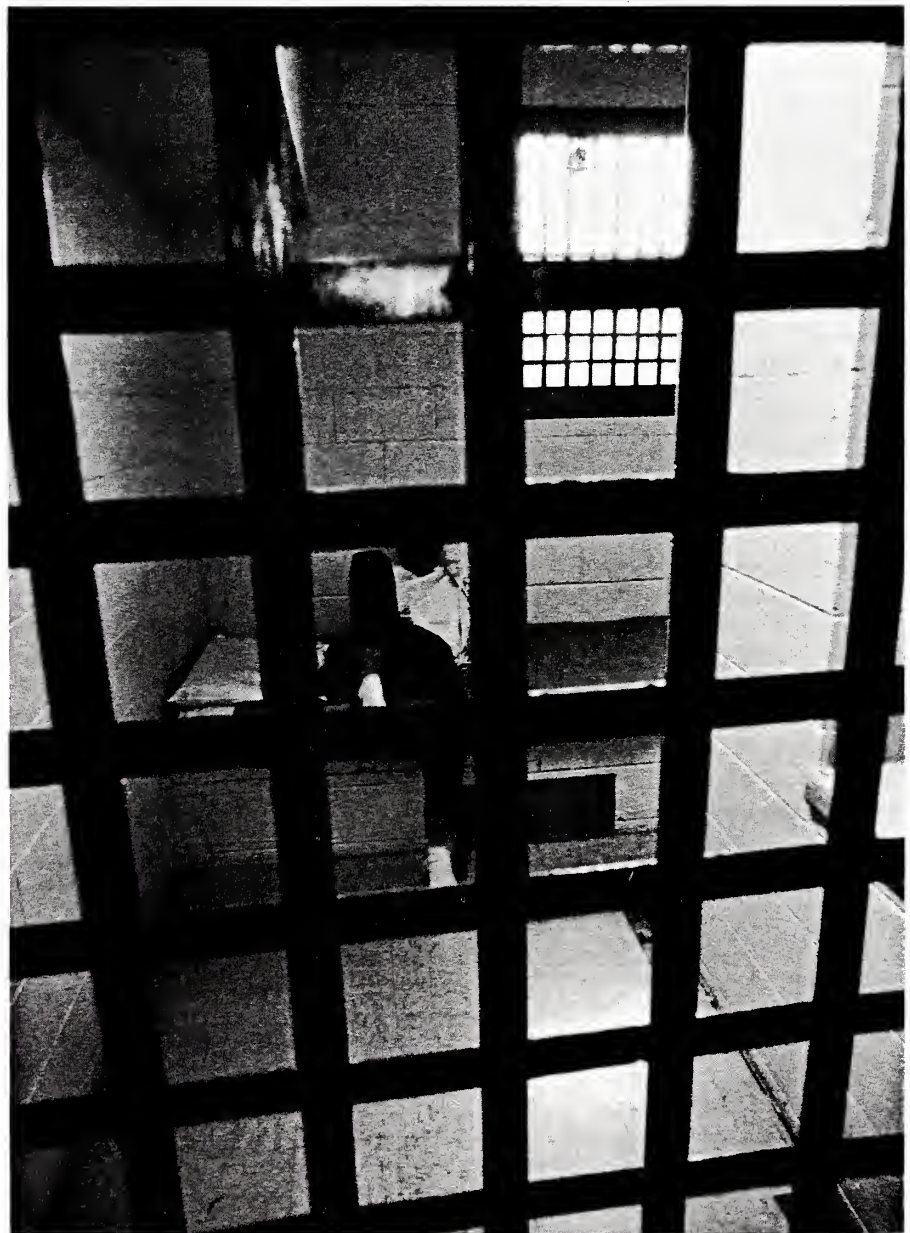


Infirmary at Samuel Leonard School. The Committee was appalled at the inadequacy of medical and dental facilities and care at most of the state's training schools.

14. The use of segregated cells for purposes of punishment should be minimized.

The Committee feels that it is of paramount importance that segregation units or security rooms be utilized only as a resource for dealing with juveniles who are temporarily out of control and should not be used any longer than is required to stabilize the juvenile. Segregation in our training schools has been excessively used as a punitive measure, and has even been employed when juveniles had no need for isolation.

For instance, at the Juvenile Evaluation Center children were once automatically confined after running away from the Center. However, the Committee has been informed, "that a youngster who ran often returned in better psychological condition than when he left, but was nonetheless arbitrarily segregated." The Committee has been told that juveniles who disrupt a class are automatically locked up for five days. It is felt that each incident should be carefully evaluated before isolation is used. Rigid rules on segregation conflict with the concept of individualized treatment. The segregation unit when employed must be adequately staffed with competent, sensitive personnel who can keep the juvenile under observation continuously. The segregation unit should be arranged so that there will be only one juvenile to a room. Firm principles not now established are needed to govern the use of segregation so that it will be a therapeutic resource.



Segregation Cell at Richard T. Fountain School. The Committee found that at some schools children are confined to such cells when confinement is neither necessary nor desirable.

15. Recreational facilities should be upgraded and made available to all juveniles in training schools.

16. The Committee recommends that after classification students be assigned to an appropriate rehabilitation program best designed to meet the specific needs of the individual, whether institutional or otherwise, based upon mental capacity, behavioral characteristics, the particular offense for which committed, family history and past behavior, as well as chronological age and sex.

17. The Committee recommends that the state make an immediate long range effort to improve the rehabilitative processes in the system of juvenile corrections.

The present recreational facilities are inadequate in many instances. The students at Richard T. Fountain School, for instance, have been deprived of access to the gymnasium due to a badly warped floor. Most institutions have neither adequate indoor recreational materials and equipment nor locker and shower space. It was observed by the Committee that no swimming pools were provided at Samuel Leonard, Dobbs, Cameron Morrison and C. A. Dillon Schools. The physical education building at Stonewall Jackson is badly in need of repair.

The Committee recommends that each school should have adequate multipurpose indoor facilities as well as adequate outdoor recreational facilities.

Under the present system, except in cases of severe mental retardation or anti-social behavior, children are lumped together and given the same type of institutional care. We feel the treatment of a psychopathic or anti-social child should be quite different from that of a merely anxious, withdrawn or parentally-neglected child.

Such differential treatment should not be institution-oriented, but community-oriented, wherever possible. Large institutions such as those presently existing mass all types of individuals into the same basic program.

What we have observed leads us to the conclusion that the present system is not solving the problems of juvenile crime and delinquency. It is only effective in removing from the community for a limited period of time an individual who is a source of irritation to the community.



Recreation Room at Richard T. Fountain School. The quality of recreational facilities varies widely throughout the training school system. Some facilities are reasonably adequate; others are not.

The Department of Youth Development should move from a philosophy emphasizing custody and security toward one of community-oriented therapeutic treatment. The program should be designed to meet the needs of the individual child rather than tailoring the child to fit the program.

The Committee feels that the present "action program" of the Department of Youth Development does not meet the stated purposes of that Department—the modification of undesirable and anti-social juvenile behavior. Officials of the Department have told the Committee that emphasis in the operation of the present school is on 13 factors. These factors, and the Committee's comments on each, follow:

A. Remedial education for the educationally retarded

The time spent by juveniles in training school varies drastically from school to school. The average length of stay is 12 months. However, the Committee found that in some schools it is established policy to conditionally release juveniles within 3 or 4 months if "they don't give any trouble." In other schools, juveniles are kept in excess of 12 months. The Committee feels that no effective system of remedial education can be carried out under these varying conditions. The criteria for conditional release at present seems to be the time spent in the institution and the behavior of the juvenile while there. In order for a child to be benefited by a program of remedial education, release should be related to the completion of a program designed to meet the needs of the individual child, which will have some meaningful effect upon his future educational adjustment and conduct.

B. Regular Academic Education

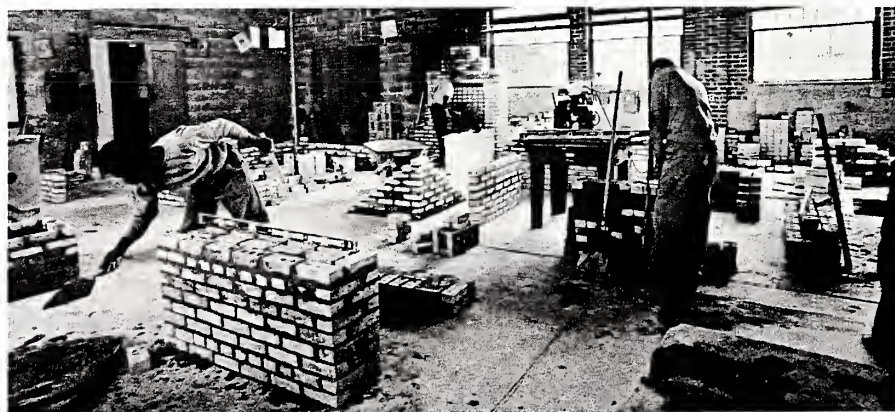
Only one school has an accredited educational program. Here also, juveniles are often not retained in the school for a sufficient time to make substantial progress. In addition, there are difficulties in coordinating the academic program of the schools with the program of the public schools to which the child may return upon release. It appears to be a policy, although not uniform, that juveniles upon admission into a school are placed one grade level below that which they attended in the public school system. While this may be advisable in individual cases, it does not seem to be valid as a general rule. Too often, when the juvenile is returned to the community, there is insufficient liaison with public school authorities concerning placement in the community system. The academic education program of the Department of Youth Development cannot overcome prior educational deficiencies.

The Committee recommends that academic programs at all training schools be brought to accreditation standards.

C. Vocational Education

The Committee has concluded that in many of the schools the vocational education program is primarily "busy work." While this type of program may have importance, it is deluding one's self to regard much of it as real vocational education. Exceptions were found in some schools.

The Committee recommends that vocational training programs at schools for older juveniles be strengthened and expanded. They are now of the traditional kinds—auto mechanics, wood and metal working, brick masonry, etc. They often seem to bear little relation to job opportunities which will be available to students upon return to their own communities. We feel that more realistic programs should be offered, and that there should be closer correlation of the types of training with the economic opportunities available to students upon return to their own communities.



Vocational Education Class at Cameron Morrison School. While some vocational education programs appear to be adequate, the Committee found that vocational education programs at some schools are of little value to the student.

D. Terminal Vocational Education

Some effort is being made to provide terminal vocational education for students through the Vocational Rehabilitation Program in co-operation with community colleges and technical institutions. This is a desirable program and should be greatly expanded if juveniles are to be equipped to engage in remunerative and meaningful employment as adults.

E. Clinical Services

As mentioned previously, the present clinical services are woefully understaffed. At one school there is no trained clinical personnel. At others, such services as those of a clinical psychologist are available only on a part-time basis. Only two institutions have regular part-time psychiatric assistance.

Provision for adequate clinical psychological and psychiatric services are imperative if the needs, desires, and frustrations of children are to be explored and dealt with.

F. Social Work Services

Social work services available to students is also inadequate as mentioned previously. The average case load per social worker is much greater than can be handled with satisfactory results. Therefore, rehabilitative efforts are hampered by inadequate information about the student, his emotional processes and his home background.

G. Health Services

Adequate health services are not provided for students at juvenile correctional units. Only "on call" physician service is available. There is no program for the correction of physical defects which may be a significant contributing factor to a child's delinquency. As previously mentioned, there is no program of regular dental care.

In view of the vital relationship between physical health and emotional and social adjustment, this neglect on the part of our State requires immediate correction.

The Committee was quite concerned to discover that there is no program for education of either students or staff with respect to drug abuse or any program for the treatment of drug-addicted juveniles. In view of the growing drug problem in North Carolina, it is felt that immediate steps should be taken to institute such programs. We also raise a note of warning about the use of chemo-therapy in the juvenile correctional institutions, which is condemned by many authorities in this field as conducive to drug dependency.

H. Diagnostic and Reception Services for Western Part of State

The Diagnostic Center at Swannanoa is one of the few bright spots in the juvenile correction system in North Carolina, and it is dealt with in a separate recommendation.

I. Special Services for the Moderately and Mildly Mentally Retarded

Many of the juveniles in the juvenile corrections system are mentally retarded. They are confined in the same institutions as normal juveniles. Because of the lack of trained personnel and facilities, special services for these juveniles are limited. Adequate diagnostic facilities as recommended above are an important factor in evaluating and meeting the needs of these juveniles.

J. Group Living

The material and information furnished the Committee by the Department of Youth Development emphasizes the "cottage living" concept. This is a misnomer. Most of the living facilities at the schools are dormitories. Many of them are inadequate for the number of students. There is little privacy for the individual.

Those in charge of the dormitories are referred to as "cottage parents." In practice they are custodial personnel; and in fact, many of them are unmarried males. Although there are individuals employed in

this work who are sincere and dedicated people, others are not equipped for such sensitive positions either by temperament or by training.

The "Group Living" concept that is currently followed by most training schools is a fiction. It is not helpful to the rehabilitation of youngsters and in no way equips them to return to society.

K. Recreation

There is a great disparity between the various schools as to the type and amount of recreational facilities provided. Some have swimming pools; others do not. Some have well-organized recreational programs; others do not.

Most of the students in these schools are suffering from conscious or unconscious feelings of hostility which could be harmlessly dissipated through a more vigorous, well-directed recreational program.

L. Religious and Moral Training

The Committee found no planned program for moral training either at the institutions or through the use of community facilities. Indeed many of the conditions found at the schools encumber rather than encourage moral development of the students. It is difficult to inculcate moral principles in a young child who lives under custodial conditions, sleeps in an overcrowded dormitory, is deprived of family identification, and who if he tries to escape may be hunted by his fellows like an animal and punished by being isolated in a cell equipped with only a mattress.

The Committee further recognizes the need for religious influences while being aware of the constitutional implications. Community churches would be ideal instruments to use in this training, and the side effects of the young people finding that someone cares for them would be a very helpful influence in their lives.

M. Annual Summer Camps for More than 1000 Students

The Department of Youth Development has for several years sponsored a summer camping program utilizing 4-H camp facilities. The Committee has been advised that the number of participants in this program is over one thousand students. Additionally, other students attend Boy Scout camps or church sponsored camps. This program is commendable and should be continued, and expanded if necessary.



The bleakness of life at a training school is reflected in the face of this youngster as he stands alone with his thoughts.

Conclusion

Certainly there are young people within our society for whom confinement and rigid discipline may be necessary for both their protection and society's protection. The State must provide a system for dealing with youngsters who become delinquent for whatever reason. It must afford young people maximum opportunities to overcome their problems and to become adults well equipped to take their places in society. Our present system does not achieve this goal.

The deficiencies of our training school system enumerated in this report should spark concern, indignation—*even outrage*—among the people of North Carolina and a firm resolve to effect improvements as swiftly as possible. North Carolina must move quickly to stop the confinement of young people for whom confinement is neither desirable nor necessary. Organization and coordination must be brought to a system which has grown disorganized and uncoordinated. We must establish a continuity of care that begins when a child is arrested and continues through and beyond his incarceration until all reasonable steps have been taken to assure his rehabilitation.

North Carolina must begin to dismantle the present system of juvenile corrections and develop a more effective way of dealing with young people in trouble. This must include the phasing out of the present large institutions which are relics of our past.

The Committee sincerely hopes that public opinion will be aroused by this report and that many people will become involved in the task that confronts us.

If the people of North Carolina accept the truth of the adage, "as the twig is bent, so grows the tree," we must accept our collective responsibility to those young people whom we have relegated to our training school system. This report, like so many of our troubled children, should not be forgotten by the people of North Carolina.

Appendix

EXHIBIT I TRAINING SCHOOLS INSPECTION SCHEDULE

Training School	Classification	Visited by	Date	Department of Youth Development Personnel Interviewed
Samuel Leonard McCain	Boys under 16	Full Committee	Oct. 22, 1971	Mr. Lorenzo Balsley, Assistant Director Mrs. Sadie Mims, Case Worker Mr. Russell Harrison, Director of Cottage Life
Cameron Morrison Hoffman	Boys, 14-18 years	Full Committee	Oct. 22, 1971	Mr. Emanuel Douglass, Teacher (Assistant Principal) Mr. Frank Boyd, Cottage Life Director Mr. Clifton Gore, Teacher
Samarkand Manor Eagle Springs	Girls, 14-18 years	Full Committee	Oct. 22, 1971	Mrs. Mary Hoyle, Assistant Director Mrs. Sarah M. McCaskill, Juvenile Evaluation Counselor
Richard T. Fountain Rocky Mount	Boys under 16	Full Committee	Nov. 12, 1971	Mr. Mack Livesay, Assistant Director Mrs. Eugenia Chapman, Librarian Mr. James Denton, Director of Cottage Life Mr. M. G. Edwards, Juvenile Evaluation Counselor
Dobbs School Kinston	Girls under 16	Full Committee	Nov. 12, 1971	Mrs. Mae Holmes, Director Mrs. Rebecca Davidson, Director of Cottage Life Mrs. Charity Holland, Teacher Mrs. Marion Cogdell, Member of Staff
C. A. Dillon Butner	Co-ed, aggressive children under 18	Full Committee	Dec. 10, 1971	Mr. Bill D. Noland, Director Mr. Alvis Whitted, Principal

EXHIBIT II PERSONS INTERVIEWED

Date	Appeared Before	Individual
September 10, 1971	Full Committee	Mr. Mason P. Thomas, Assistant Director, Institute of Government
September 11, 1971	Full Committee	Mr. R. Vance Robertson, Acting Commissioner, Department of Youth Development Mr. J. Walter Bryan, Deputy Commissioner, Department of Youth Development Mr. Charles G. Bennett, Administrative Assistant to the Commissioner Judge D. Marsh McLelland, District Court Judge
October 22, 1971	Full Committee	Mr. J. Louis Parrish, Director, Juvenile Evaluation Center, Swannanoa Miss Sara Hunt Pierce, Director, Youth Services Center, Swannanoa
October 23, 1971	Full Committee	Mr. Bob Ward, Assistant Commissioner, N.C. Department of Social Services Mr. M. B. Drum, Family and Children's Services Section, N.C. Department of Social Services Mr. Louis G. Christian, Division of Special Services, N.C. Department of Social Services Mrs. Paula Few, Juvenile Detention Consultant, N.C. Department of Social Services
November 12, 1971	Full Committee	Mr. H. Frank Liske, Member, Board of Youth Development
November 13, 1971	Full Committee	Mr. R. Vance Robertson, Acting Commissioner, Department of Youth Development Mr. Charles G. Bennett, Administrative Assistant to the Commissioner

December 10, 1971	Full Committee	Mr. R. D. Locust, Assistant Chief Family Counselor, 10th Judicial District Mrs. Phyllis Wrenn, Family Counselor, 10th Judicial District Former Training School Students: Jerry Jones, Cameron Morrison Arlene Bunch, Dobbs School Ronnie Mangum, Stonewall Jackson Thomas Allen, Juvenile Evaluation Center Jenny Adams, Samarkand Manor Kim Wall, Richard T. Fountain School Joseph Haywood, Samuel Leonard
December 11, 1971	Full Committee	Dr. John D. Patton, Consulting Psychiatrist at the Juvenile Evaluation Center
January 15, 1972	Full Committee	Mr. Richard J. Hughes, former Governor of New Jersey and Chairman of the American Bar Association's Committee on Correctional Facilities and Services
February 11, 1972	Full Committee	Mr. A. D. Peacock, Founder of Boys Home and Girls Haven Mr. Henry Sadler, Assistant Director, Boys Home Mr. Milton Teague, Development Officer, Boys Home
February 12, 1972	Full Committee	Representative T. Clyde Auman, Chairman, Board of Youth Development Mr. John C. Jones, Vice-Chairman, Board of Youth Development Mrs. C. L. Gilliatt, Member, Board of Youth Development Mr. H. Frank Liske, Member, Board of Youth Development Mr. Joseph W. Nordan, Member, Board of Youth Development Mr. Bobby Stott, Member, Board of Youth Development

EXHIBIT III

A. Materials Received from State Agencies

North Carolina Board of Juvenile Correction, Biennial Report, July 1, 1968-June 30, 1970, Blaine M. Madison, Commissioner
Correction and Training Schools, North Carolina Department of Youth Development
North Carolina Department of Juvenile Correction, Capital Improvements for 1971-1973, Statement before the Advisory Budget Commission, 'B' Budget Hearing, September, 1970
North Carolina Department of Youth Development:
a. Cottage Counselors Workshop (1970-1971)
b. Workshop for Clinical Staff (1971)
c. Workshop for Social Services (1970)
d. Workshop for Instructional Personnel (1969 and 1970)
e. Staff Organization:
1. Clinical Division
2. Organization Division
3. Cottage Life Division
Proposed State-Wide Services Program for Delinquent Youth, North Carolina Department of Youth Development, (April, 1969)
Forms, Policies and Procedures, North Carolina Department of Youth Development
Preliminary Papers Relating to 1973-1975 and 1975-1977 Budget Requests, North Carolina Department of Youth Development
Capital Improvements to be Requested in 1973-1979 Biennia, North Carolina Department of Youth Development
Proposed State-Wide Services for Delinquent Youths (A Resume), North Carolina Department of Youth Development
Cost Estimate for the Establishment of a Community Services Center and a Statewide Services Program for Delinquent Youth, North Carolina Department of Youth Development
Standing Order of Procedure for Hearing Complaints and Grievances, North Carolina Department of Juvenile Corrections (Youth Development), July 15, 1970
Questionnaires: 1. C. A. Dillon School
2. Cameron Morrison School
3. Dobbs School for Girls
4. Juvenile Evaluation Center
5. Richard T. Fountain School
6. Samarkand Manor
7. Samuel Leonard School
8. Stonewall Jackson School
Statement on the Juvenile Evaluation Center, J. Louis Parrish, Director (October 22, 1971)
Report: The Youth Services Center in Swannanoa, Miss Sara Hunt Pierce, Director (October 8, 1971)
North Carolina Board of Youth Development, North Carolina Department of Natural Resources, Division of Law and Order, Juvenile Delinquency Section
Memorandum from the Department of Social Services, Clifton M. Craig, Commissioner State Department of Social Services (October 14, 1971)
North Carolina Department of Social Services:
a. Juvenile Court Cases
b. Juvenile Delinquency Manual

- c. Confinement of Juveniles
 - d. Statistics on Jails and Detentions
 - e. Babies born in Correctional Institutions
 - f. Statistical Information on Foster Homes in North Carolina (1969-1970)
 - g. North Carolina Comprehensive Study on Juvenile Detention
- Statement of Coordination of Work Between the North Carolina State Department of Social Services and the North Carolina State Department of Youth Development*
Proposal for a Position in Adolescent Psychiatry jointly under Youth Development and Mental Health and for a Preparatory Extension of Training, Dr. William V. Van Fleet, North Carolina Memorial Hospital (November, 1971)

B. Materials Furnished by Members of the Penal System Study Committee

- Pre-Study Visit to the Juvenile Evaluation Center, Swannona, North Carolina*—Judge Hamilton H. Hobgood (July, 1971)
Report on Visit to C. A. Dillon School—Ralph N. Strayhorn (October, 1971)
Living in a Society of Unequals—Judge Hamilton H. Hobgood
Memorandum: To the Penal System Study Committee (Court Counselors)—Judge Hamilton H. Hobgood
Memorandum: To the Penal System Study Committee (Discussion with Juvenile Authorities)—Judge Hamilton H. Hobgood
Memorandum: Comments on the Juvenile Correctional System—Miss Mary Gaither Whitener (January, 1972)
Memorandum: To the Penal System Study Committee—Judge Frank W. Sneed (January, 1972)
Report, Sub-Committee on Facilities, Personnel and Administration
Report, Sub-Committee on Classification and Rehabilitation
Report, Sub-Committee on Commitment, Probation and Conditional Release

C. Materials from National Organizations and Federal Agencies

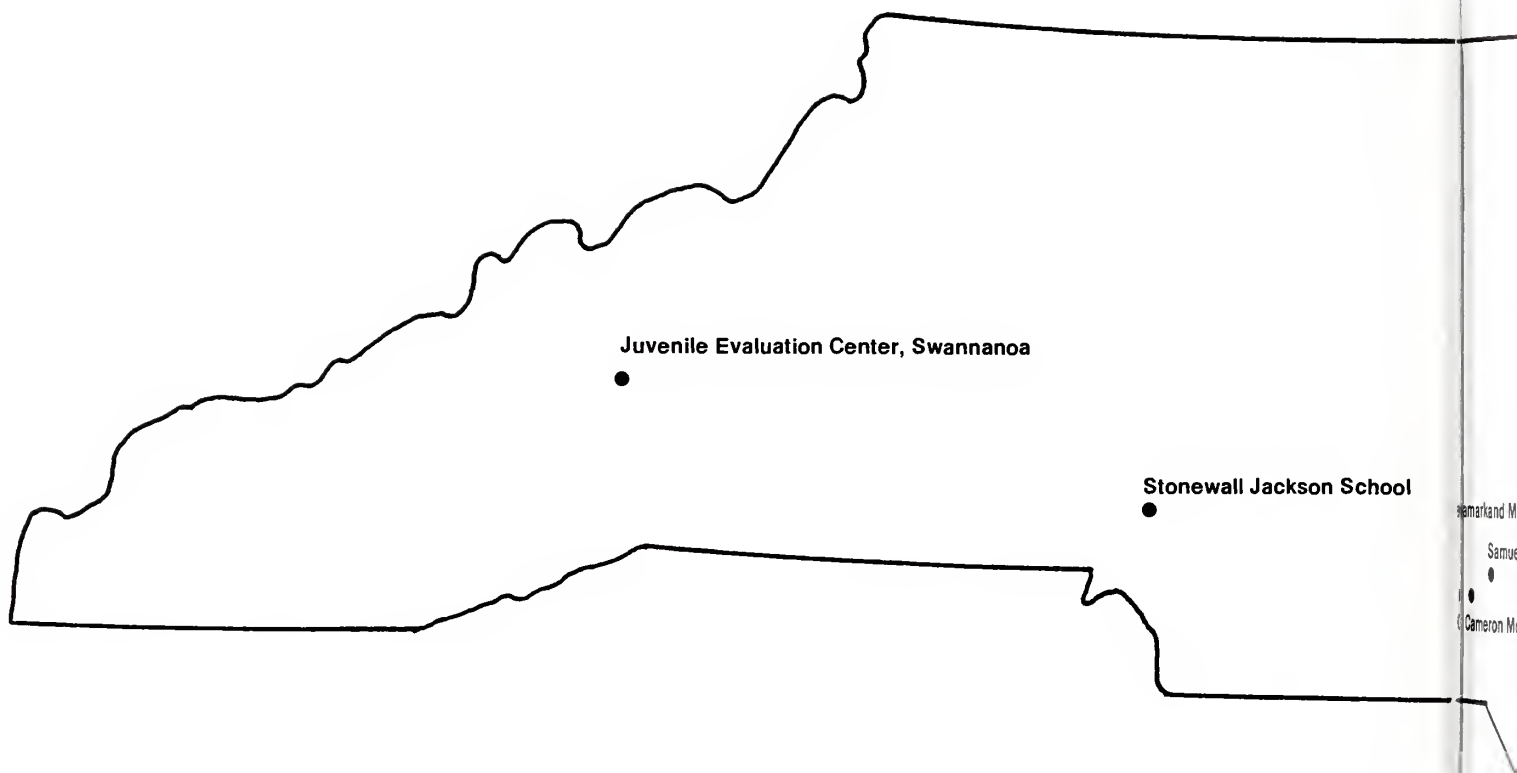
- Crime and Delinquency Literature*, Vol. 2, No. 1, February, 1970—National Council on Crime and Delinquency
Crime and Delinquency, Vol. 13, No. 1, January, 1967—National Council on Crime and Delinquency
State-Local Relations in the Criminal Justice System—Advisory Commission on Intergovernmental Relations
The Challenges of Crime in a Free Society—Report by the President's Commission on Law Enforcement and Administration of Justice
Correctional Reform—Advisory Commission on Intergovernmental Relations
Training School Overpopulation—National Council on Crime and Delinquency
American Bar Association: Commission on Correctional Facilities and Services:
- a. Coordination Bulletin, No. 1 (July, 1971 and revisions to December, 1971)
 - b. *A Profession Makes a Commitment: Launching of the American Bar Association Corrections Commission*, Congressional Record, July 21, 1971
 - c. Landmark Calls for Correctional Reform
 - 1. *A Shot in the Arm for Corrections*, Richard W. Velde
 - 2. *No Man is an Island*, Warren E. Burger
 - 3. *From the Outside Looking In: Grim Fairy Tales for Prison Administrators*, Robert J. Kutak
 - 4. *The Bar that Improves the "Bars,"* Governor Robert W. Scott
 - 5. *New Doors, Not Old Walls*, Attorney General John N. Mitchell
 - d. American Bar Association establishes *National Clearinghouse on Offenders Employment Restrictions*
 - e. *National Parole Aide Volunteer Program for Young Lawyers*
 - f. Status and Program Report (September, 1971)

D. Miscellaneous Materials

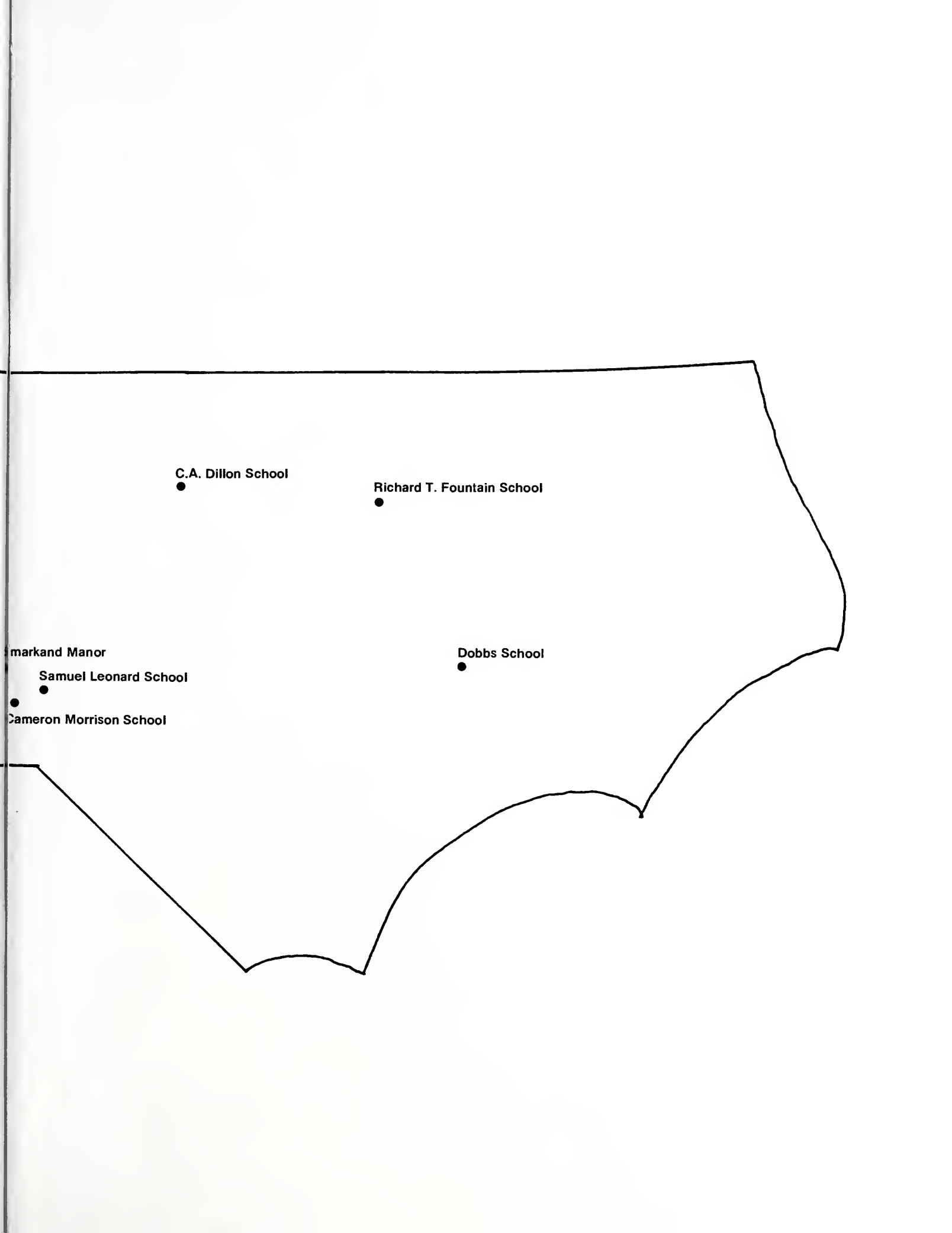
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**EXHIBIT IV
PROGRESS DATES (JUVENILE CORRECTIONS)
PENAL SYSTEM STUDY COMMITTEE**

February 12, 1971	Governor Scott appeared before the Committee in reference to Juvenile Corrections
August 17, 1971	Planning Meeting with new Chairman and Vice-Chairman
September 10-11, 1971	Thirteenth Meeting of Full Committee Sub-Committee and Chairman appointed
October 22-23, 1971	Fourteenth Meeting of Full Committee
November 12-13, 1971	Fifteenth Meeting of Full Committee
December 10-11, 1971	Sixteenth Meeting of Full Committee
January 14-15, 1972	Seventeenth Meeting of Full Committee Study Topics given to Sub-Committees Meeting of Sub-Committee on Facilities, Personnel and Administration Meeting of Sub-Committee on Classification and Rehabilitation Meeting of Sub-Committee on Commitment, Probation and Conditional Release
February 1, 1972	Meeting with Governor Scott to present a status report of the Committee's work
February 11-12, 1972	Eighteenth Meeting of Full Committee Meeting of Sub-Committee on Facilities, Personnel and Administration Meeting of Sub-Committee on Classification and Rehabilitation Meeting of Sub-Committee on Commitment, Probation and Conditional Release
March 10-11, 1972	Nineteenth Meeting of Full Committee Meeting of Sub-Committee on Facilities, Personnel and Administration Meeting of Sub-Committee on Classification and Rehabilitation Meeting of Sub-Committee on Commitment, Probation and Conditional Release Final Sub-Committee Reports Completed
March 31, 1972	Meeting of Sub-Committee on Legislation and Long-Range Planning
April 8, 1972	Twentieth Meeting of Full Committee Report on Juvenile Corrections approved by Full Committee
May 1, 1972	Report transmitted to Governor Scott



LOCATION OF NORTH CAROLINA TRAINING SCHOOL FACILITIES



C.A. Dillon School

Richard T. Fountain School

Dobbs School

Samuel Leonard School

Cameron Morrison School

markand Manor

